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presidential primaries. In general, too, it may be said that more attention has been paid to the organization and powers than to the actual operation of the various parts of the government, although it is not intended to imply that the latter phase of the work is inadequate. The chapters on the war powers, the regulation of commerce, the national police power, and, in lesser degree, that on finance, would not be out of place in a treatise on the constitutional law of these vital subjects.

This book is singularly free from the minor errors which sometimes mar an otherwise excellent work. The quotation, "take care that the laws be faithfully enforced," (p. 59) is the sort of a slip that is particularly hard to detect once it has crept into a manuscript. The number of Republican votes required to entitle a congressional district to its second delegate in the Republican national convention (p. 158) is 7,500, instead of 7,000. There are those who would question the "absolute accuracy" of referring to "a citizen of the United States and the resident of a state" (p. 76). But there are few instances in which those who use this text will have to correct it. Clarity rather than brilliancy marks Professor Kimball's style, and on the whole the book and the several chapters possess unity in satisfactory degree. An exception, perhaps, is the treatment of the election of the President, particularly in connection with the composition of the national conventions (pp. 152, 156, 158). The nature of these criticisms, however, simply emphasizes the excellence of the production. As a text and as a treatise this book is assured of a permanent place in the literature of American government.

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*The Foreign Service: Report on.* By the Committee on Foreign Service of the National Civil Service Reform League. (New York: 8 West 40th Street. 1919. Pp. 322.)

This report is the result of a most searching investigation both abroad and in this country concerning the foreign service of the United States. Senators, congressmen, officials of the departments of state and of commerce, members of the diplomatic and consular branches of the service, and others were called on for information and suggestions. The committee engaged in this survey was composed of Ellery C. Stowell, Chairman, Richard H. Dana, George T. Keyes, Ogden H. Hammond, Ansley Wilcox, and H. W. Marsh, secretary.

The data presented in this report includes most valuable information concerning the organization of the department of state and of the whole foreign service, the functions of all officials, rules and regulations on the whole subject, legislation by Congress and interesting facts regarding the foreign service of certain other countries, such as England, Germany and Japan. Extracts from hearings before congressional committees are also included.

This array of information is of the utmost value to students of politics as well as to all American citizens interested in the efficiency of our foreign service. There is a wealth of material in this compact volume which might be utilized to advantage by journalists and others who have occasion to write on subjects affecting our foreign relations. For example, the testimony of former members of the diplomatic and consular services, as well as the mass of statistical data is often most suggestive and full of interest.

The committee has not only gathered its facts with great thoroughness; it has intelligently studied these facts, and reached definite conclusions of practical importance. Its recommendations are summarized as follows:

"1. That the entrance examinations to the foreign service be improved and placed more strictly on a merit basis. . . .

"2. That there be an adequate increase of salaries in the foreign service. . . .

"3. That embassies, legations, and consulates be purchased in the principal cities. . . .

"4. That the rule, known as the state quota, according to which appointments in the foreign service are distributed among the states in proportion to the number of inhabitants, be abolished. . . .

"5. That political considerations be entirely eliminated and that the merit principle be applied to appointments and promotions in the foreign service. . . .

"6. That the President and other appointing officers be urged to select the representatives of international conferences more largely from the foreign service and from the experts in the employ of the government. . . .

"7. That the Americanization of the consular service be completed by the appointment of salaried vice-consuls, after examination, to act in the place of foreigners now serving etc., . . . .

"8. That the foreign service be reclassified. . . .

"9. That the Department of State publish a Foreign Service Annual.

"10. That the organization and personnel of the state department be perfected and more adequate compensation provided. . . .

"11. That the relations between the various departments, boards, and commissions concerned in the supervision of control of our foreign affairs be carefully defined. . . .

"12. That Congress be urged to enact a law to cover the above recommendations in so far as possible, and that the President be urged to issue executive orders to supplement and complete such legislation."

The fifth recommendation to the effect that the merit principle be applied to appointments and promotions in the foreign service is of particular interest. This suggestion originated with Congressman Rogers of Massachusetts, whose labors in behalf of the foreign service deserve highest praise. It reads: "That the President be urged to fill the post of minister by the promotion of capable officers in the foreign service and that when a vacancy occurs the secretary of state be required to submit to the President for his consideration the names of secretaries and consuls who merit promotion." In limiting this requirement to ministers and exempting ambassadors, the committee has prudently compromised by recognizing the exigencies of the situation which at times demand that the President should be free to select the most representative Americans for such important posts as London, Paris, and elsewhere.

In its treatment of the question of the place of the "spoils system" in appointments, the committee is guilty of a *non sequitur* in its argument when it says: "The necessary support for measures of recognized value can at times be secured only at the price of political barter and humiliating compromises. If the President were protected against these blackmailers and against this political pressure, needed measures of legislation could be secured more easily on their merits, or if not, the President and party leaders would be forced to maintain a campaign of education to bring the legislators in line and force them to enact the meritorious legislation." To protect the President by weakening his power of appointment seems a rather curious suggestion.

There may be reasonable doubt whether the time has yet come when the President should be restricted in his appointments of ministers to those already in the service, but the proposal that before making an appointment he should be required to consider the names of secretaries and consuls deserving promotion through merit is entirely reasonable and felicitous in character. It would constitute a salutary check on the tendency of Presidents to reward "deserving" partisans, and at

the same time would encourage those in the service to seek preferment through merit.

There is much in this admirable report inviting praise and comment, but the space allotted this review does not permit. By way of summary, the report aims first, to furnish accurate information as to what has already been accomplished to render the foreign service more efficient; secondly, to present the actual state of affairs; and thirdly, to present criticisms and suggestions tending to insure the improvement of the service along sensible, practical lines. It should be read with great care by all Americans who desire to see the nation most efficiently represented abroad at a time when international affairs have become of such vital significance to the United States.

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*Foreign Rights and Interests in China.* By WESTEL W. WILLOUGHBY. (Baltimore: Johns Hopkins Press. Pp. xx, 594.)

As the basis of his work Professor Willoughby makes use of the half dozen most complete collections of China's foreign treaties, conventions, loan contracts, railway agreements and the like, chiefly MacMurray's, which is the latest and seems to include every obtainable document down to last year. He next determines the essential chapter subjects for his book; and here, we conceive, he has lost sight of no topic upon which light is likely to be sought, whether by specialist or by general reader. Among these topics are extra-territoriality, foreign commerce and the rights of foreign merchants, concessions and settlements, leased areas, the open door, Japan's political ambitions in and towards China, opium, China's foreign debts, railway loans, and foreign control. Each of these themes—and others no less essential are necessarily omitted—has been developed from the appropriate treaty clauses or other formal stipulations. His explanations and comments are thorough-going and illuminating. They are never wearisome, as legal discussions sometimes are; and they are not infrequently reinforced by appropriate passages from Morse, Bronson Rea, Overlach or Hornbeck, or from Chinese writers such as Mr. Tyau and Mr. Koo, and by extracts from the speeches, or despatches or statements of the negotiators and government officials concerned.

From this book as from no other single source, so far as we know, can the financier estimate approximately China's income and her